United Nations DP/CPO/IND/1

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.: General
15 April 2002

Original: English

Annual session 2002
17-28 June 2002, Geneva
Item 13 of the provisional agenda
Country cooperation frameworks and related matters

Country programme outline for India (2003-2007)*

Contents

		Paragraphs	*Page*
I.	Situation analysis	1 - 4	2
II.	Past cooperation and lessons learned	5 - 7	2
III.	Proposed programme	8 - 14	3
IV.	Programme management, monitoring and evaluation	15 - 18	5
Annex			
	Results and resources framework		7

* The collection and analyis of current data required to present the Executive Board with the most up-to-date information has delayed submission of the present document.

02-34265 (E) 030502

I. Situation analysis

1. India's steady progress over the last decade towards meeting the goals of human development is reflected in the improvement of the country's human development index (HDI) from 0.406 in 1975 to 0.571 in 1999. With an average growth rate in the gross domestic product of 5.8 per cent during the first decade of reforms (1992-2001), India is among the 10 fastest growing economies in the world. The pace and momentum of economic reforms have been maintained and the economy continues to show resilience in the face of deceleration of the growth rate over the last two years. India's growing capacity in leading-edge areas such as information technology has achieved global recognition. Statistics on critical development indicators such as female literacy, life expectancy at birth, child mortality and incomes, however, also serve to show how far there is to go. (See<http://www.un.org.in/CCA2.htm#The state of human development>).

2. India is committed to fulfilling the mandates of international conventions and international conferences in which it has played an active role. The national policy plan and the action plan for the empowerment of women are in place. The seventy-third and seventy-fourth constitutional amendments passed in 1992 have strengthened political participation and brought more than a million women into public life. The eightythird Constitution Amendment Bill, recognizing the right to primary education as a fundamental right, has been passed, and pathbreaking legislation on seats reserved for women in parliament (Lok Sabha) and on the right to information are in process.

3. India is on track with regard to achievement of the Millennium development goals yet the challenges for human development remain formidable (<http://PLANNINGcommission.nic.in/appdraft.pdf>). Regional and interstate disparities are increasing. There is growing public consensus on the need for proactive measures to tackle the situation of disadvantaged and vulnerable groups. The findings of the 2001 census, notably the decline in the sex ratio, have drawn attention to the multiple and mutually reinforcing deprivations faced by women. HIV/AIDS has grown into a serious challenge, with the most productive cohort of the population being the most vulnerable. The pressures on environmental and natural resources and the repercussions of their degradation on low-income livelihoods have become a source of increasing concern. In the context of rapid strides in decentralization, there is an urgent need to make the administration more efficient, open and accountable to the public, and to strengthen *panchayati raj (three-tier system of local government)* institutions and build their capacities to function as institutions of local self-government and development.

4. The proposed country programme for the period 2003 to 2007 is a reflection of the recognition that international cooperation can play a significant role in supporting the Government in addressing these issues.

II. Past cooperation and lessons learned

5. The directions for the new country programme emerged from rigorous assessment of the outcomes of ongoing programmes and consultations with diverse actors, in close collaboration with the Government. Several programme evaluations, impact assessment studies and thematic studies on broader development concerns fed into the external review of the first country cooperation framework (CCF) that took place in November and December 2001. The process culminated in a consultation with stakeholders on 11 to 12 February 2002. Partners from the Union and state governments, civil society, academia, the United Nations system and donors were among the participants, with the Ministry of Finance leading the process and strongly affirming the value of UNDP cooperation in national development.

6. The review of the CCF, independent evaluations and in-house analysis have highlighted important lessons for the future (< http://www.undp.org.in/report/>). The review exercises recommended a stronger affirmation of the identity and role of UNDP in development cooperation through the convergence of both thematic and geographic initiatives and emphasized the need for partnerships and alliances at several levels, particularly with state governments and *panchayati raj* institutions. Systematic capacity-building of local institutions, particularly *panchayati raj* institutions, is needed to enable them to take forward and sustain innovative interventions. There was also a consensus that, while the principles

and overall framework of national execution are sound, the operational modalities need to be simpler, more flexible and responsive to field realities.

7. The new country programme will also build on the significant achievements of the first CCF highlighted in the review exercise and validated at the stakeholders' consultation (<http://www.undp.org.in/report/>), which also helped all partners to reach a consensus on elements that should be taken into account in the future. These include:

(a) Widespread acceptance of the concept of human development;
(b) Strong partnerships with diverse stakeholders;
(c) Piloting of community-based approaches to development in partnership with the Government and other stakeholders;
(d) Active partnership in strengthening the process of decentralization in India;
(e) Significant contributions to the ongoing process of mainstreaming gender in national policies;
(f) Support the Government in meeting targets and implementing international conventions on environmental issues;
(g) Strengthened collaboration and synergy between United Nations organizations and the Government through the United Nations Development Assistance Framework (UNDAF).

III. Proposed programme

8. The approach paper to the tenth five-year plan contains a proposal to shift the focus of planning from merely resources to the policy, procedural and institutional changes which are essential for every Indian to realize his or her potential". This resonates with the overarching goals of the work of the United Nations system in India – to work towards the promotion of sustainable human development and the elimination of human poverty and inequalities – as well as the UNDP global mandate to establish "partnerships to fight poverty". The country programme for the period 2003 to 2007 is aligned with these priorities and reflects a continued commitment to national direction and ownership, with a focus on catalysing and maximizing the impact of national initiatives through developing and validating innovative approaches and through the sharing of international best practice.

9. The design of the new country programme is in harmony with the UNDAF and the two themes identified by the Government for priority attention for the work of the United Nations system: promotion of gender equality and strengthening of decentralization (<http://www.un.org.in/UNDAF/undafstatement.pdf>). It will support focused interventions under four thematic areas, the outcomes of which will separately and collectively contribute to furthering UNDAF goals (see annex). The approach paper to the tenth plan identifies continued decentralization to panchayati raj institutions and people's organizations as a central area of focus and emphasizes the need to prioritize specific measures to halt and reverse women's social subordination and the discrimination practiced against them on many fronts. The country programme is designed to advance these common goals.

10. The country programme reflects the national commitment to shaping the process of globalization in ways that benefit the poor and to building an understanding of the impacts of macro-economic processes on particularly vulnerable groups such as women, landless agricultural workers and artisanal communities. Regional and interstate disparities will be addressed through a focus on disadvantaged areas and vulnerable populations. States to receive support under this programme will be selected, through a transparent process, thus ensuring greater thematic focus and responsiveness to local realities. In addition to the focus on the mutually reinforcing goals of gender equality and decentralization, the proposed programmes will also have areas of mutual convergence. Designed to demonstrate area-based integrated approaches to environmental sustainability, poverty eradication and human development the country programme will cover four thematic areas: (a) the promotion of human development and gender equality; (b) capacity building for decentralization; (c) poverty eradication and sustainable livelihoods; and (d) vulnerability reduction and environmental sustainability. The promotion of voluntarism at the local level will be a central concern. Building a culture of communication and serving as a resource register of development innovations (from within the country as well as from global experience) will be a central element of the strategy. Information and communication technology (ICT) will be

harnessed to support sustainable, people-centred development objectives under all four thematic areas. India's rich experience in the use of ICT, decentralization and community mobilization will be shared with other countries through knowledge-networking.

IV. Thematic areas

Promotion of human development and gender equality

11. In India, the state human development reports (SHDRs) have been a successful vehicle for promoting the concept of human development as a valid basis for development planning. It is now proposed to build on the credibility and experience-base established through the first CCF to create an interface at the state level between economic policy and social concerns such as gender equality, poverty eradication and people's participation. The following strategy is proposed.

(a) Building and strengthening an active human development network through partnerships with diverse research institutions, civil society organizations and individual experts to support state governments in facilitating the integration of social concerns, particularly poverty eradication and vulnerability reduction, into processes of development planning at different levels;

(b) Providing conceptual and methodological support to the process of engendering development through the strengthening of gender-disaggregated databases, the development of tools for tracking the gender impact of poverty programmes and the systematic gender analysis of State budgets;

(c) Strengthening the state HDR process to make it more consultative and broad-based and developing mechanisms (including impact assessment studies) for the dissemination of lessons learned and feedback from stakeholders;

(d) Strengthening the involvement in the HDR process of various tiers of the Government and diverse stakeholders, including other members of the United Nations system and bilateral donors to promote the systematic use of State HDRs as planning and programming tools.

Capacity-building for decentralization

12. Given the cross-cutting focus on decentralization, this programme will support efforts to strengthen and build the capacity of local institutions to sustain and manage development interventions at multiple levels. A primary focus will be on strengthening gender-responsive actions by local institutions and community organizations. Partnerships with local institutions initiated under this programme will also provide a basis for convergent programming in other thematic areas. Strategies proposed include:

(a) Capacity-building of panchayati raj institutions in both rural and urban areas, including through support to the national initiative for tribal governance;

(b) Support to panchayati raj institutions for gendered planning and programming at the local level;

(c) Continued support to civil service reform at various levels, with a focus on enhancing the gender sensitivity, responsiveness, transparency and efficiency of administration;

(d) Capacity-building for district and village-level planning, including building up databases and enhancing technical expertise in the use of ICT, particularly for facilitating citizens' access to information;

(e) Facilitating an enabling environment for the integration of people living with HIV/AIDS through capacity-building of communities, civil society groups, voluntary organizations and local institutions; research on legal/ethical issues and building new partnerships, particularly with the Indian private sector.

Poverty eradication and sustainable livelihoods

13. This programme will initiate and intensify efforts piloted during the first CCF to facilitate action on human poverty and ensure their sustainability by rooting them within local institutions and mainstream government programmes through a multi-pronged strategy:

(a) Building partnerships between panchayati raj institutions, women's groups, civil society organizations and government agencies to develop, test and disseminate innovative, gender-equitable and community-managed approaches to sustainable livelihoods and environmentally sustainable natural resource management, including rainwater harvesting and wasteland regeneration, energy management and provision of basic services;

(b) Piloting and testing gender-responsive models of support for traditional artisan communities, such as handloom weavers and rural craftspersons, for employment creation and poverty eradication, and to make them competitive in a climate of globalization and economic liberalization;.

(c) Creating platforms for exploration of issues such as women's rights to land and the role for women in the management of common property resources, by a range of actors, including those who are not usually involved with these concerns;

(d) Supporting the production of status reports on poverty in India, focusing on marginalized groups, e.g. tribal groups and issues such as regional and gender disparities and the situation of extremely vulnerable groups, including people living with HIV/AIDS;

(e) Evolving a coordinated strategy to share Indian best practice with other developing countries and accessing lessons from international experience in poverty eradication and sustainable livelihoods.

Vulnerability reduction and environmental sustainability

14. This programme will comprise activities designed to reduce the vulnerability of communities to natural disasters and environmental degradation and will support the Government in meeting commitments under international agreements and conventions on the environment and sustainable development and in influencing global environmental agendas. It will do so through:

(a) Strengthening state- and regional-level systems for the establishment of disaster-preparedness plans and setting up systems for early warning and recovery, including use of ICT for disaster management, with a focus on highly vulnerable states;

(b) Developing of community capacities to plan and implement gender-equitable disaster-mitigation strategies and post-disaster reconstruction/sustainable recovery, including disaster prevention through environmental action such as rainwater harvesting and water conservation in drought-prone areas;

(c) Strengthening national capacities for influencing global debates on the environment and mainstreaming global environmental concerns into national projects, programmes and policies, including support to developing and implementing national action plans and mandatory reports under global conventions;

(d) Providing support to meet the goals of global conventions and mobilize resources from diverse sources, including the Indian private sector, to address national/regional concerns such as the management of globally significant biodiversity areas, renewable energy, land degradation, desertification and climate change;

(e) Demonstrating technologies, including traditional technologies and innovative approaches, to address linkages between global environment issues and national developmental challenges.

IV. Programme management, monitoring and evaluation

15. National execution will be the main modality for programme management. Oversight and cross-sectoral linkages at the senior policy-making level will be catalysed by the Programme Management Board, which will be chaired by the secretary of the department concerned and will have sizeable representation from stakeholders.

16. In line with the recommendations of the country review, a streamlined management structure with the empowered Project Standing Committee headed by the National Project Director will be established for each of the projects. This will facilitate timely decisions on project budget structure, annual workplan, financial management, including advance of funds, implementation issues and a monitoring and evaluation strategy. Convergence at the state level will be through state coordination committees. Opportunities for flexible management, in tune with the ongoing rationalization in governmental procedures and the fast-evolving UNDP reforms initiative will be fully harnessed.

17. Comprehensive and participatory approaches for monitoring and evaluation will be evolved in partnership with communities. Reliable baseline and data systems will be established while building on existing data sources, including the national sample survey, DevInfo (designed to track progress towards United Nations conference goals) and the United Nations system initiative on gender-disaggregated databases at the state and district levels. As a part of its overall mandate of resource mobilization, the Government will pursue strategies for mobilizing additional resources in support of the country programme objectives and provide fast-track channels for their programming and utilization in line with the country programme time-frame. UNDP will provide support through its global networks and its in-house capacity for effective monitoring. Active efforts will be made to mobilize resources to take processes forward well after UNDP support phases out.

18. Partnerships initiated under the first CCF will be further consolidated and new opportunities for partnership will be vigorously pursued. High priority will be given to building alliances with Indian companies and the voluntary sector to draw on their expertise, experience and resource bases in specific sectors as part of comprehensive networking and partnership strategies. A major area of focus will be to enhance teamwork further, both in-house and with partners, in support of the Government/UNDP country programme vision.

Strategic areas of support	Intended outcomes	Indicators of outcome or purpose	Outputs, including key output indicators, where needed	Resources by strategic areas of support
The following two UNDAF objectives are cross-cutting themes across all the five outcomes : Promoting gender equality and strengthening decentralisation				
Public awareness and policy dialogue on sustainable human development.	**Outcome 1.** National and state-level policies and programmes made more responsive to human development concerns and opportunities, particularly with regard to gender.	**Indicator 1.1.** National and state plans and other important documents such as budget papers reflecting specific focus on strategies for human development and gender equality as a basis for public policy and action. **Baseline:** **1.1.** In 2001, India was ranked 115 out of a total of 162 on the human development index and 105 on the gender development index.	**Output 1.1.** National / subnational human development networks established. **1.2.** Concepts, methodologies and tools for integrating gender equality concerns into development evolved and tested. **1.3.** Lessons from state HDRs disseminated for programme formulation and to inform policies. **1.4.** Use of state HDRs as planning and programming tools by development agencies, especially United Nations system, promoted.	Regular resources $8050,000 Other resources Third party cost-sharing plus trust funds – $1000,000 Total: $9050,000
Capacity of and partnership between local authorities and civil society organizations	**Outcome 2.** Enhanced capacity of institutions of decentralized governance for local-level planning, service delivery, and ensuring participation, transparency and accountability.	**Indicator 2.1.** Increase in the number of district plans prepared in collaboration with panchayati raj institutions (PRIs) in partner states. **Baseline** **2.1.1.** Weak system and capacity in PRIs in a number of states with regard to the planning and delivery of social services. **2.1.2.** Civil servants at the cutting edge not suitably oriented for effective interface with decentralized governance structure. **2.1.3.** Inadequate access to information on public programmes.	**Output 2.1.** Capacity of locally elected bodies (rural/urban) strengthened. **2.2.** Capacity of PRIs to undertake gender-equitable planning developed. **2.3.** Effective approaches demonstrated towards sensitization of civil service to gender equality and decentralization that works. **2.4.** Use of ICT for local planning and administration demonstrated with a special focus on the north east and the new states. **2.5.** ICT application for improved citizen's access to information developed and tested. **2.6.** Community approaches in combating HIV/AIDS piloted in partnership with the Government, civil society organizations and the private sector.	Regular resources: $14817,000 Other resources Of which: Third-party cost sharing plus trust funds – $1500,000 Total: $16317,000
Support to United Nations system coordination in natural system response, recovery and reduction.	**Outcome 4.** Reduced vulnerability to natural and man-made disasters through community-preparedness.	Indicator 4.1. Gender-equitable and sustainable community plans for disaster preparedness formulated.	**Output 4.1.** Community-based, women-led vulnerability reduction and disaster response/sustainable recovery demonstrated in areas such as rain water harvesting for drought proofing.	Regular resources $8100,000

Strategic areas of support	Intended outcomes	Indicators of outcome or purpose	Outputs, including key output indicators, where needed	Resources by strategic areas of support
		Baseline 4.1.1. Very little information about risks of disaster and mitigation strategies at the community level.	**4.2.** Capacity at state level for disaster preparedness, management and recovery strengthened. **4.3.** Disaster response and recovery capacities of vulnerable groups, particularly women, enhanced.	Other resources Of which: Third-party cost sharing plus trust funds – $6500,000 **Total: $14600,000**
National capacity for participation in global conventions, regulatory regimes and funding mechanisms for environmentally sustainable development.	**Outcome 5** Global environmental concerns and commitments influenced, and addressed at the national level through the mainstream national development planning machinery.	**Indicator 5.1.** Action plans to implement conventions on biodiversity, climate change, desertification, persistant organic pollutants, etc. suitably integrated into national planning framework. **Baseline 5.1.1.** Global concerns are being progressively mainstreamed in national policies but depend critically on external funding. **Indicator 5.1.2.** Gender-equality and poverty-related concerns for global environmental issues made mainly visible at the national level. **Baseline 5.1.3.** Global environmental concerns largely seen in technological perspective.	**Output 5.1.** National capacity for addressing global environmental concerns strengthened. **5.2.** National initiatives and partnerships, including those with the private sector supported to meet commitments under global/regional conventions. **5.3.** National and community-led initiatives for addressing critical environmental concerns supported through international resources. **5.4.** Institutional and technical issues that impinge on the integration of poverty and gender concerns into environmental actions explored.	Regular resources $5555,000 Other resources Of which: Third-party cost sharing plus trust funds – $87500,000 Total: $93055,000